

ICMA
AGENDA COMMUNICATION
NO. 494
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SUBJECT: REPORT OF THE ICMA TASK FORCE ON WOMEN IN THE PROFESSION

This communication transmits the final report of the ICMA Task Force on Women in the Profession for Executive Board action. Chairperson Judith Mohr will present the report of the Task Force at the Board meeting.

The Report

The final report of the Task Force is divided into two new major sections.

- The first is a comprehensive statement of the problem, detailing key pre-entry and post-entry barriers which women professionals encounter with regard to responsible positions in local government administration.
- The second presents specific recommendations for action to assist in opening the profession to more women as well as providing greater professional equality to those within the profession.

Action Steps

- Review, modify, and take appropriate action on the recommendations contained in the report.

ICMA TASK FORCE ON WOMEN IN THE PROFESSION

FINAL REPORT TO THE EXECUTIVE BOARD

July, 1976

TASK FORCE ON WOMEN IN THE PROFESSION

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REPORT OF THE ICMA TASK FORCE ON WOMEN IN THE PROFESSION
SUBMITTED TO THE ICMA EXECUTIVE BOARD JULY, 1976

SUMMARY

The ICMA Task Force on Women in the Profession was established by the ICMA Executive Board in October, 1974. The group was formally charged with the responsibility of examining the current status of women in local government management and with making recommendations to the Board about how to open the profession to more women and how to provide greater professional equality to those already in the profession.

The Task Force held three formal meetings lasting approximately two days each during which time the issues were explored extensively with the conclusions being reached by consensus.

The Task Force did not focus on the legal requirements that are a part of the equal employment process, but rather on the attitudinal and organizational practices that have excluded women from opportunities in the management profession.

CONCLUSIONS

The Task Force, in determining the nature of the problem of exclusion, has ascertained two kinds of barriers that prevent or make entry by women into the management profession extraordinarily difficult: pre-entry and post-entry barriers.

Pre-entry barriers are identified as those that affect an individual prior to obtaining a position in local government. They include societal constraints, educational opportunities, lack of role-models, and the role of elected officials and managers.

Post-entry barriers influence how high a woman can go in management once she becomes part of an organization. Barriers in this category include lack of upward mobility opportunities, the protege system, work assignments, performance expectations, fringe benefits, stereotypes, and role expectations.

These barriers translated into figures show that of the 2,802 chief administrative officer positions recognized by ICMA in the United States and Canada, only 36 are held by women. The 1975 *Directory of Municipal Management Assistants* shows that although 13 percent of all those classified as assistants are women, only 1.6 percent of those actually holding the title Assistant Manager are women.

RECOMMENDATIONS

The following recommendations arrived at by consensus of the Task Force are prioritized; however, the last recommendation is not seen as having substantially lesser value. In setting a work program, it often is not possible to give all items equal priority. The Task Force believes that immediate adoption of the first two recommendations is essential to fulfilling the Executive Board's original charge to the Task Force to assist in opening the profession to more women as well as providing greater professional equality to those within the profession.

1. Placement

Creation of a placement program similar to the existing ICMA Minority Executive Placement Program. It should be operational within a year and extended for a minimum of two years.

2. Continuation of the Task Force's Work

Assignment of a full-time staff member to carry out the intent and recommendations of this report. At the end of a two-year period (September 1976-September 1978), the Executive Board shall appoint a committee to reexamine the progress in opening the management profession to women. Based upon the committee's report, the Board will determine if further corrective action should be taken and by what means.

3. In-Service Training

- Develop training on effective supervisory practices open to any employee moving into a supervisory position, but especially offered for women supervisors.
- Develop assistance for managers which stresses effective ways to deal with and utilize the talents of women assistants, department heads, and elected officials.

4. Conferences, Seminars, Policy Committee Representation

Decision makers at ICMA and state associations officers need to make a substantial commitment to select and appoint women to various policy committees and task forces and include them as program participants in state and national programs.

5. Accomplishment Visibility

There shall be a substantial effort in the *Newsletter, Nuts & Bolts,* and *PUBLIC MANAGEMENT* to point out the achievements of women in the public management field. Recognition should be given to managers and communities who have contributed substantially to affirmative

action efforts in their locales. A category should be added to the Innovation Awards to recognize the manager who has contributed the most toward increasing professional opportunities for women.

6. Educational Opportunities

- A. ICMA nationally and state associations should state clearly to schools of public administration that there are opportunities for women in management.
- B. Managers should specifically make requests for female applicants for work-study programs and internships.
- C. State associations should develop a watch committee to encourage university communities to recommend possible female students, monitor the number of female applicants to PA programs, the number of admissions, and the placement program for female interns.
- D. ICMA should develop a brochure that publicizes public management as a career option for both men and women.
- E. ICMA should formally support by letter to the National Association of Schools of Public Affairs and Administration (NASPAA) its guidelines and correspondence to member schools regarding the need to open their doors, examine their curriculum, and revise their placement process to give equal opportunity to women in preparing for professional careers in public administration.

7. Boards and Commissions

ICMA should encourage cities to establish boards and commissions to share information and work jointly to provide and set up Affirmative Action committees.

8. Liaison with Other Public Interest Groups

Creation of formal liaisons with the National League of Cities, U.S. Conference of Mayors, American Society for Public Administration, National Association of Counties, Municipal Finance Officers Association, and other public interest groups on the topic of Women in the Public Service. ICMA should initiate an agenda item to discuss formally this liaison effort. At the executive director's level, commitment should be given to sponsoring joint programs on topics that will inform the respective memberships of the practices in local government, both by elected and appointed officials, that keep the public service profession closed to the majority of women.

9. Design and Format of All ICMA Publications

Continued attention should be given to the elimination of sexist language and graphics in all ICMA publications, focusing particularly on the Code of Ethics.

Adoption of these recommendations will indicate a high level of commitment on the part of ICMA toward following through on the work it started by creating this Task Force. In this way, ICMA has a unique opportunity to place itself in the forefront of organizations seeking to encourage the best possible utilization of available professional talent.

TASK FORCE ON WOMEN IN THE PROFESSION

FINAL REPORT

INTRODUCTION

The Task Force on Women in the Profession was established by the ICMA Executive Board in October, 1974. The group was formally charged with examining the current status of women in local government management and with making recommendations to the Board about how to open the profession to more women and how to provide greater professional equality to those already in the profession.

At the initial meeting in March of 1975, it immediately became apparent that the problem was of sufficient magnitude to require more time both for exploring the situation and for developing comprehensive recommendations. An interim report was prepared and presented to the Executive Board in April, recommending that the Task Force be extended to July, 1976, when a final report would be submitted. A series of short-term recommendations also was submitted (see Appendix A). Extension of the Task Force was approved.

A second meeting of the Task Force was held in May. In addition to expanding the report, several specific recommendations were prepared for the July, 1975, Board meeting (Appendix B). Also, considerable time was devoted by the group to exploring, from both the female and male points of view, the myths and realities about women who aspire to virtually closed professions.

The third and final formal meeting of the Task Force was held in March, 1976, to finalize the draft report. A consensus was used in analyzing, adding, and subtracting for the final report, assuring that members were in full agreement with the statement of the problem and the recommendations. The recommendations as outlined in the report are presented in order of their importance. The Task Force feels that all recommendations are vital, but also realizes that all cannot be implemented simultaneously. Thus, the recommendations that need the most urgent attention are listed first.

In addition to this report, members of the Task Force feel that their work already has contributed to awareness within ICMA of the need to open professional opportunities to women (Appendix C).

STATEMENT OF THE PROBLEM

"State and local governments in this country are dependent upon more than five million women who make up our public work force. Representing 50 percent of all municipal employees and 43 percent of all state employees, women make an important contribution to the welfare of their states, cities, and towns. Despite their substantial contribution, women are segregated into dead-end jobs, concentrated in the lowest paying categories, passed over for promotion, denied many of the benefits men enjoy, and even paid less for jobs requiring as much, if not more, skill than comparable jobs for men. Instead of leading the country out of the mire of sex discrimination, governments are a prime offender--and our taxes pay to subsidize discriminatory practices."^{1/}

Of the 2,802 chief administrative officer positions recognized by ICMA in the United States and Canada, only 36 are held by women. Almost all of these women are concentrated in small communities. ICMA's *Directory of Municipal Management Assistants 1975* shows that although 13 percent of those classified as assistants are women, only 1.6 percent of those actually holding the title "assistant manager" are women.

The following statement is a typical one from one of the many women who have attempted to break into the upper-level management positions in local government.

I am a 29 year-old MPA graduate now working in private business. I worked for local government for several years as an administrative assistant and department head. I tried to get a job as an assistant city manager for two years. When I did make it to the final interview process, there were numerous questions about my being a woman in "this business." What troubles me most is that I have a good degree, excellent recommendations, experience, and many of my male classmates are now on their second manager position.

Change the scenario with regard to age and background, but if the applicant is a woman, the end usually is the same. The Task Force, in determining the nature of the problem of exclusion, has ascertained two kinds of barriers that prevent or make entry by women into the management profession extraordinarily difficult.

Pre-entry barriers are identified as those that affect an individual prior to obtaining a position in local government. In many cases, they are strong enough to prevent a woman from ever making the initial step into a management career.

^{1/} Samuels, Catherine, *The Forgotten Five Million: Women in Public Employment*, © 1975, Women's Action Alliance, Inc.

Post-entry barriers influence how high a woman can go in management once she becomes part of an organization. These barriers can make the difference between a woman's becoming an assistant city manager or remaining an administrative aide.

Pre-Entry Barriers

- Societal

The value system of society in this country has acted, and continues to act, as a barrier to prevent women from obtaining positions in public management. Traditionally, the role assigned to women, and the one which they have accepted, has been that of follower or helper, not leader or innovator. Women frequently have chosen, or been advised to seek, careers in the "helping" professions: nursing, teaching, or social work. Even in those traditional female professions, women have been excluded from upper-level supervisory or managerial positions.

"Even when women of high education and social class work, they, like the less educated and poor, tend to find that their place is at the lower end of the occupational range. Men from the elite classes become professionals or managers. But, no matter what sphere of work women are hired for or select, like sediment in a wine bottle, they seem to settle at the bottom. The tiny minority of women in occupations of high regard and reward--in the professions, for example--generally is found at the lowest levels."^{2/}

Discrimination often is experienced most acutely by the single woman (by the single man, too). A commonly held assumption implies that "something is not quite right about a person choosing not to marry or dissolving a marriage." Frequently heard is the justification for not hiring a single woman because "she won't be around long... just waiting for a husband...certainly not worth investing in for future career potential." Marital status is not a legal prerequisite for any job, but attitudinally it often does discriminate against single women.

Another barrier, often unspoken, is the attitude that if a woman becomes a part of the upper levels of management, her presence leads to extra-marital affairs (sex on the job!). A manager may use the excuse that his perception of his wife's perception is that a woman assistant will most certainly result in "married men and women fooling around on the job with night meetings, travel, etc." Pogrebin states, "This myth should be patently absurd on its face. We carry our standards with us wherever we go--and it's a cheap shot to blame the surroundings. Marriage either means exclusivity and monogamy or it doesn't."^{3/} The professional manager has the flexibility

^{2/} Epstein, Cynthia Fuchs, *Woman's Place*. University of California Press, © 1970, p.2.

^{3/} Pogrebin, Letty Cottin, *Getting Yours: How to Make the System Work for the Working Woman*, McKay Company, 1975, p. 94.

to assist in breaking down the traditions that have systematically excluded women from this profession.

- Education

Helping to perpetuate the inaccessibility of the management profession to women is the educational system. At an early age, females are channeled into traditional roles and career options. Textbooks, training materials, and career counseling omit the local government management field as a future career choice for women.

The lack of information about local government management as a career option continues at the university level. Recruitment procedures, financial aid, and career counseling do not encourage those women who have the attributes for and interest in public management. The women who do break the entrance barriers must contend with attitudes that question the seriousness of their intent. These attitudes appear in the materials for courses and are expressed by the faculty and administration, as well as by their male (and sometimes female) classmates. Afterwards, finding that first position often is difficult, the female student often is left to her own initiative to compete for positions with little or no assistance. The placement process becomes more difficult if the manager does not indicate that he is equally interested in a female or male intern.

- Lack of Role-Model

As women begin to move into lower-level positions in local government, another stumbling block appears: the lack of a role-model from which to emulate the best and most appropriate characteristics and styles. Men use other men as role-models in the management profession-- witness the number of successful managers who attribute at least a part of their success to having worked for, or been acquainted with, the "Cookinghams" of the profession. Aspiring women managers can learn a great deal from the successful male managers; however, women have their own special characteristics that must be incorporated into a positive management style. Giving recognition to women who are beginning to "make it" in the profession serves as part of the developmental process for the role-model concept.

The lack of role-models not only impacts upon women, but also serves to reinforce the stereotype that women cannot be managers simply because at this time there is low visibility for women in this profession. The visibility issue, as identified by the Task Force, is considered important not only for upper-level management positions, but also for committees, task forces, state associations, or any kind of active participation in the kinds of professional activities that support and enhance the field of local government management.

- Role of Elected Officials

In the pre-entry stages of entering the profession, careful consideration also must be given to the role elected officials play in the hiring and approval of upper-level management staff. With more women being elected to public office, more possibilities exist for bringing women into the organization, especially at high supervisory and department head levels. This linkage with elected officials will provide opportunities for women aspiring to a manager's position to be considered seriously by elected officials as potential candidates. The importance of elected officials in this process, however, does not absolve managers from their responsibility for increasing opportunities for women in the profession, and for advising elected officials on matters of personnel and policy. The manager does influence greatly the shape and direction an organization takes by the examples set in hiring practices. These examples impact upward toward the council and downward toward department heads. Considerable resistance on the manager's part to hiring women for management positions will be transmitted throughout the organization and will be used as justification for other's resistance. This attitude also will make it more difficult for departments that are interested in opening their positions.

Post-Entry Barriers

- Lack of Upward Mobility

Often there is an invisible line that separates the "support" staff from the "professional" staff. A woman working as an executive secretary with a college degree, often doing many of the tasks that men assistants perform, frequently does so for less pay and with no title and little possibility of promotion. Even more discouraging, especially for the older woman with years of service, is that often she must train the young men who come in at a salary higher than her own.

Part of the problem for women in lower levels of the organization is that their experiences which do qualify them for management level positions are "volunteer" experiences. Women contribute countless hours to volunteer services in this country; however, when reported as credible experience on a job application, it is given little consideration. A woman who has managed a staff of 50 to raise \$100,000 has demonstrated management skills in planning, organizing, coordinating, and communicating, not to mention financing. Yet, because this experience was not compensated, it counts for little. This attitude especially penalizes the older woman with extensive volunteer experience who is re-entering the job market, often relegating her to clerical positions with little chance for moving upward.

- The Protege System

Women entering organizations often find that despite the seriousness of their commitment to a long-term professional career, they receive much less informal support than men entering at the same time. The protege system is one that works in many professions to develop special areas of competence, as well as to assure continuity of leadership. Individuals showing promise and talent are given informal support, counseling, and special assignments which aid their professional development and visibility. Women often find it difficult to be included in the informal protege system. An example may be exclusion from the management team. This refers to those formal (and informal) periods of policy making and strategy development to which men (often regardless of status) are invited for their ideas and observations. Not only are these meetings important for the kinds of strategies that emerge, but also for learning about the process that takes place as courses of action are developed. They also provide opportunities for less experienced staff members to try out their ideas.

- Work Assignments

Women assistants very frequently are given assignments which reinforce traditional roles, such as human relations, personnel, and public relations matters. These are important dimensions of local government, but so are budgeting, planning, public safety, and public works. Societal norms have provided other barriers. The norms consistently have tended to shelter women from tough jobs which require dealing with conflict, confrontation, and problem-solving. Women who are sheltered in these areas cannot develop the broad range of skills that will qualify them for higher level management positions with the ultimate goal of being a city manager.

As women move from administrative assistant to management positions, they frequently are required to continue secretarial work in addition to their administrative duties. This additional work (secretarial) usually is not required of men holding the same or similar job titles. Not only does this lower the woman's position in the eyes of her peers, but it often makes getting support assistance extremely difficult.

--A case-in-point: A woman administrative assistant moves up from a semi-clerical position. In addition to her new title, responsibilities, and office, she is given a typewriter. The manager and selected councilmembers on occasion ask her to type work assignments that she was responsible for researching. Also, she types occasional letters for the manager and does a lot of her own work. None of the male administrative assistants are asked to type.

Frequently, women are not allowed to represent the organization or attend meetings with other agencies. A typical rationale is that "they" (the other group) might not be ready for a woman. This attitude presupposes that all people share the same ideas about what and where a woman's place is. It is another stumbling block that prevents the development of an individual's managerial talent as well as perpetuating myths about women.

- Performance Expectations

Women who occupy top positions in local government often are faced with performance standards that are higher than those for their male counterparts. They are expected to work "smarter and harder," constantly, without special compensation because, as women, they must show their worth in an organization. These expectations usually are not expressed openly, but during the evaluation process often are used unconsciously to judge performance, indeed, sometimes to the detriment of women employees.

When a woman obtains a position in a profession that previously has been strictly a male domain, she often assumes that she must perform well as a representative of all women. This idea is not only in her mind, but in the minds of those around her. How often have we heard the statement by a manager, "Well, I hired a woman once and she didn't work out--so I won't take that chance again." Of course, that kind of logic presupposes that all the men that a manager has ever hired have been winners! It does put considerable pressure on the woman--unfair to her and the organization.

- Fringe Benefits

One of the problems that often faces the woman in an upper-level management position is the extra energy spent to get the fringe benefits that are given readily to men as a part of the job. If it is a standard practice to pay professional dues, provide telephone credit cards, and encourage participation on professional association committees, why should a woman be extended less? Professional association involvement is an informal track that aids in doing a better job and provides upward mobility. When a woman has to "fight" to obtain the same fringes that men have, her credibility as a professional is lessened in the organization. By denying or making it more difficult for her to obtain these fringes, it is implied by management of the organization that she is not on the level of the other staff members, though verbally this is denied.

- Stereotypes

Myths abound concerning working women as a whole: "They work for pocket money... They are sick more often than men... They work fewer years than their male counterparts." Reliability and performance often are thought to be lower for women than for men. Women often are considered less mobile than men, a detrimental idea particularly in a profession as mobile as city management. The list goes on. It is essential to recognize these ideas as myths which participate in keeping barriers against women in place (see Appendix D).

In examining stereotypes and myths, it is extremely important not to generalize that all women fit certain preconceived role expectations.

● Role Expectations

Traditional role expectations that women and men have for each other are providing confusion as employment patterns change. In changing relationships, both men and women must confront the transition of values which dictated the rules for relating to each other. These will apply to superior/subordinate relationships, including specifics such as "men working for women," "women supervising other women," as well as to accepting a member of the opposite sex as a peer. As Bunker and Seashore stated:

Another issue which confronts men and women who are trying to reexamine the sex role stereotypes into which they have been socialized is collusion-- acting as I believe is expected of me or in ways that I believe will please others rather than from my own needs.^{4/}

Automatic assumptions are made both by men and women about the ability of women to supervise, travel, work the necessary long hours on special assignments, or deal with problem employees. It is necessary for women and men to consciously examine the stereotypes and myths surrounding working women to see if there is any validity, and not to generalize that all women fit certain assumptions.

Much more can be said about the status of women in the management profession as was explored by members of the Task Force; however, this view of the problem will document the rationale behind the recommendations being made. In defining equality, we can only add: "Equality is not when a female Einstein gets promoted to professor; equality is when a female schlemiel moves ahead as fast as a male schlemiel (Forbes, March, 1976).

There are more and more women actively interested in pursuing a career in public management. Witness the rapid increase in ICMA's female membership. In May, 1972, the roster showed 57 women members. As of April, 1976, there were 350 women members. This shows an increase of 514 percent. Undoubtedly, there are many others who are potential members. The Association cannot be inattentive and unresponsive to the needs of women members. Membership is the strength of any professional association; a diverse membership is imperative if ICMA is to keep pace with our changing society.

^{4/} Bunker, Barbara and Seashore, Edith, *Breaking the Sex Role Stereotypes*, PUBLIC MANAGEMENT, July, 1975, p. 8.

RECOMMENDATIONS FOR ACTION

The following recommendations, arrived at by consensus of the Task Force, are prioritized; however, the final recommendation is not seen as being of substantially lesser value. In setting a work program, it often is not possible to give all items equal priority. The Task Force believes that immediate adoption of the first two recommendations is essential to fulfilling the Executive Board's original charge to the Task Force to assist in opening the profession to more women as well as providing greater professional equality to those within the profession.

In addition, adoption of these recommendations will indicate a high level of commitment on the part of ICMA toward following through on the work it started by creating this Task Force. And, in this way, ICMA has a unique opportunity to place itself in the forefront of organizations seeking to encourage the best possible utilization of available professional talent.

1. Placement

Creation of a placement program similar to the existing ICMA Minority Executive Placement Program. This should include a talent bank to match a woman candidate with a given city's requirements. This program should extend for a minimum of two years. Since the feasibility of developing a placement process for the total membership already is under way, this would be a natural part of the process and would fit in well with the overall objective of ICMA. ICMA should encourage strongly executive search firms that place managers to include in their active rosters resumes of potential women managers.

The success of any program to open the profession to women is measured in the final analysis by the number of women city and county managers and assistant managers. Statistics show that one percent of the current membership presently falls into these two categories. A concentrated placement program is a necessary step in the right direction as witnessed by the initial success of the Minority Executive Placement Program.

2. Continuation of the Task Force's Work

Assignment of an ICMA staff member full-time to carry out the intent and recommendations of this report. The staff member, with the assistance of former Task Force members, additionally should direct energies toward strengthening the women's network that was created in Dallas in 1974. At the end of the two-year period (September 1976-September 1978), the Executive Board shall appoint a committee to reexamine the progress in opening the management profession to women. Based upon the report of the committee, the Board will determine if further corrective action should be taken and by what means. The committee's findings will serve as feedback and will help to prevent this Task Force's work from becoming "another plan gathering dust on a shelf."

Closely related are two additional efforts. First, expansion of the Executive Board should be viewed as an interim measure for placing women and minorities on the Board. For the next five years, assuming that the Board expansion provision is in effect, definite steps will have to be taken to assure that women and minorities will gain access to the Board through the usual elective process. For example, the Association should make special efforts to increase the number of women and minorities working in municipal administration to join ICMA. In the course of planning meetings and conferences, the staff should select women (and minorities) members as panelists, speakers, etc., to the extent appropriate and possible. When appointing committees, these members also should be included.

Second, the executive director and also the staff members of the Association who have liaison responsibilities with the vice presidents and the state associations should urge, cajole, and otherwise assist women to become members of, participate in, and ultimately hold office in the state managers associations. Several state associations currently are reviewing their full membership requirements and others should be encouraged to do likewise.

3. In-Service Training

Restructure budget commitments and/or search out new funds to provide training in two categories:

- A. Training on effective supervisory practices for any employees moving into supervisory positions, but especially offered for women supervisors.

A set-up for instant failure is the promotion of a person to a supervisory position with the assumption that managerial talent is inherent in the position, not in the capabilities of the individual. Women are especially vulnerable because it is easy to place the blame for less than perfect performance on the fact that she is a woman, not that she has no training to supervise. This training will be open to women who have moved into the ranks of assistants and department heads with backgrounds from professional and technical schools. Also, the training program will be developed to provide specialized training for those women who have been in paraprofessional or support positions who are capable of handling a higher level position. They may in fact be performing some supervisory duties, yet may need some formal training to develop their full potential.

- B. Assistance for managers which stresses effective ways to deal with and utilize the talents of women assistants, department heads, and elected officials.

The training, designed to create awareness in managers and department heads of how to deal effectively with women, would examine stereotypes and misconceptions in order that the wealth of potential talent that women can bring to organizations may be maximized.

4. Conferences, Seminars, Policy Committee Representation

A substantial commitment must be made to include women on conference and seminar programs as main speakers and panel members. It is incumbent upon decision-makers at ICMA and state association officers to see that women participate in these programs both nationally and statewide. It is recommended that there be a minimum of two women appointed to each policy committee and task force. This recommendation serves a dual purpose of providing women's views on policy issues as well as visibility for women as managers.

5. Accomplishment Visibility

There shall be efforts by the Newsletter, Nuts & Bolts, and PM to point out the achievements of successful women in the public management field. Recognition should be given those managers and communities which have contributed substantially to affirmative action efforts in their locale. ICMA will make available to other professional journals and popular magazines accomplishments and articles about women in the profession.

An eighth category should be added to the Innovation Awards: recognition for the manager who has contributed the most toward increasing professional opportunities for women.

6. Educational Opportunities

- A. ICMA nationally and state associations should state clearly to schools of public administration that there are opportunities for women in management.
- B. Managers should specifically make requests for female applicants for work-study programs and internships.
- C. State associations should develop a watch committee to encourage university communities to recommend possible female students, monitor the number of female applicants to PA programs, the number of admissions, and the placement program for female interns.

This process will be one more step in developing the academic/practitioner relationship that now is being urged nationwide.

- D. ICMA should develop a brochure that publicizes public management as a career option for both men and women. It should be distributed to counselors in high schools and universities, spelling out requirements for the profession, stating specifically, as well as through language choice and graphics, that this career is open equally to women and men. Managers individually and state associations can make special visits to guidance counselors and schools to present this brochure.

- E. ICMA should support formally by letter to the National Association of Schools of Public Affairs and Administration (NASPAA) their guidelines and correspondence to member schools regarding the need to open their doors, examine their curriculum, and revise their placement process to give equal opportunity to women in preparing for professional careers in public administration.

7. Boards and Commissions

ICMA should encourage cities to establish boards and commissions to share information and work jointly to provide and set up affirmative action committees to promote the placement of women in professional positions.

8. Liaison with Other Public Interest Groups

ICMA shall take the lead by creating formal liaisons with the National League of Cities, U.S. Conference of Mayors, American Society for Public Administration, National Association of Counties, Municipal Finance Officers Association, and other public interest groups on the topic of Women in the Public Service. ICMA should initiate an agenda item to discuss formally this liaison effort. At the executive director's level, commitment should be given to sponsoring joint programs on topics that will inform the respective memberships of the practices in local government, both by elected and appointed officials, that keep the public service professions closed to the majority of women. ICMA also can share its experiences from the Task Force's work and offer some assistance to other groups in structuring similar committees.

9. Design and Format of All ICMA Publications

Continued attention should be given to the elimination of sexist language and graphics in all ICMA publications, focusing particularly on the Code of Ethics.

APPENDIX A

INTERIM REPORT OF THE ICMA TASK FORCE ON WOMEN IN THE PROFESSION

SUMMARY

The ICMA Task Force on Women in the Profession is charged with the responsibility of examining the current state of women in local government management and with making recommendations to the ICMA Executive Board for opening the profession to more women, and providing greater opportunities to those already in the profession.

This is the first of two interim reports to the Executive Board. It was based on the Task Force's February 28-March 1 meeting. The next will be submitted at the July Executive Board meeting, and it is proposed that the final report of the task force be submitted in July, 1976.

Conclusions

The committee came to the following conclusions about the role and status of women in the profession.

- Women are greatly under-represented in management. Less than one percent of the managers and one percent of the assistant managers in the country are women.
- There are barriers to women entering the profession. The barriers are erected by both schools of public administration as well as managers who are recruiting staff.
- Once accepted into entry-level positions in the profession, women encounter other barriers to advancement. Many municipalities have built-in bias against promoting women within range of top-level positions. Women receive less informal grooming to prepare them to move into top-level positions. Women are frequently given assignments that reinforce traditional roles. And women also are often faced with higher standards of performance than men.

Recommendations for Immediate Action

Due to these factors and others, the committee is now making a series of recommendations for immediate action to the Executive Board. The committee's final report will contain recommendations of a more long-range nature.

Specifically, it is recommended that the Executive Board provide for:

- regular and/or special columns in various ICMA publications to include PM, Newsletter, Nuts & Bolts, either written by women or pointing out achievements of successful women in the public management field, and also to include recognition of local communities' contribution to affirmative action as well as biographical information of those women who now are full managers;

- serious attention to the design and format of all ICMA publications to exclude language and graphics that imply only males can be managers;
- recruiting qualified women to be on both national and state conference programs as key speakers and panel members; this requires encouragement from ICMA as a professional association as well as from individuals;
- encouragement for the continuation of the Women's Network that was established at the Dallas Conference to include specific meetings in Seattle;
- specific sessions at the Seattle Conference relating to the problems of women in the profession to include those that relate to both men and women;
- encouragement by ICMA for women to attend the 1975 Conference
 - to include provisions for low-cost housing arrangements similar to those provided for students
 - possibility of honorariums or scholarships for those women who otherwise could not make it because of financial constraints;
- create liaison with the National League of Cities, U.S. Conference of Mayors, American Society for Public Administration, National Association of Counties, and other public interest groups to start an information program for elected officials, and to coordinate other women's task forces
 - formally at the executive director's level
 - informally by the professionals;
- designate person responsible for getting news and feature stories to media (magazines, newspapers, radio, and TV) regarding women who have achieved in the profession, and
- development of checklist for managers to assist them in determining their sensitivity to recruiting and promoting women in their organization (may be used as a session at Seattle Conference).

Recommendations: Long-Range

The above are the recommendations for immediate action of the committee. Developing the basis for long-range recommendations will require considerably more study and discussion with the membership. It is therefore recommended that the task force's life be extended to July 1976 to enable the task force to prepare an interim report for the July 1975 Executive Board meeting and submit a final report at the July 1976 meeting.

APPENDIX B

AGENDA COMMUNICATION

NO. 434

July 4-5, 1975

SUBJECT: SECOND INTERIM REPORT, TASK FORCE ON WOMEN IN THE PROFESSION

This communication transmits two recommendations of the Task Force on Women in the Profession. The recommendations are a follow-up to the interim report submitted to the Executive Board at its April 1975 meeting (see Agenda Communication No. 418). This communication also presents some proposed responses to the recommendations which are reflected in the budget and work program for 1975-76 also under consideration at this meeting.

Background

The recommendations of the task force are transmitted by the attached letter from Chairwoman Judith Mohr. They are based upon the discussion of the task force at its second meeting in Kansas City, Mo. The letter has been sent to each member of the task force. Any comments on the letter received by July 2, will be distributed to the Executive Board at the meeting.

Recommendations

There are two recommendations from the task force:

- ICMA should publish a Handbook to assist managers throughout the country in understanding and developing options in helping women in management; the approximate cost of such a handbook would be \$4,000; and,
- there should be set aside a specific amount of time by an ICMA staff member to assist women seeking to enter and progress in the profession.

Suggestions

In response to these two recommendations, the proposed budget and work program for 1975-76 accompanying this agenda propose :

- that in addition to the July PUBLIC MANAGEMENT--which will focus on women in the profession--a special MIS report be prepared with the help of the task force on ways for managers to assist women in local government;

- that a staff member of the Membership Services Center be assigned, as one of her responsibilities, the task of working with women members of the profession.

These suggestions have been discussed with Chairwoman Mohr and meet with her approval.

Action Steps

In considering recommendations contained in the attached letter and in the proposed budget and work program for 1975-76, the Executive Board should approve or modify the above proposals.

APPENDIX C

EVENTS PROVIDING FORMAL AND INFORMAL AWARENESS TO THE ISSUE OF WOMEN IN THE PROFESSION

● Code of Ethics

Committee on Professional Conduct in their September Seattle meeting concluded:

--that the use of pronoun influences in the Code of Ethics should be changed to the neuter at such time as such amendments can be conveniently submitted to the membership in connection with another proposed amendment to the Code or the Constitution;

--committee directed that the entire publication of City Management Code of Ethics be modified at the time of its next printing to neuterize all such references in the Guidelines, Rules of Procedure, etc.

- Serious attention is being given to changing the language and graphics in the Newsletter, Nuts & Bolts, PM, and other long-term publications such as the Supervisory Practices and the Green Books.
- Special sessions were held at the 1975 Conference relating to concerns of women in the profession.
- The 1975 International Conference included 18 women in key program slots.
- Promotional items (buttons and T-shirts) were sold at the 1975 Conference to provide scholarship funds for women at future conferences and obtain visibility for the issue.
- Membership of women in the Association has increased 34 percent in the last year.
- The July issue of PM was devoted to women in management.
- The Board in July 1975 approved funds for a MIS Report on the topic due in late 1976.
- A slowly growing awareness on the part of the membership to aid in opening the profession by seriously recruiting women for upper-level management positions.
- Attention by the Board to developing a way to broaden the representation on the ICMA Board to encompass segments of the profession previously not formally heard from.
- Informal liaison with a number of the other public interest groups regarding their efforts on behalf of women including the American Society of Public Administration, National League of Cities, Municipal Finance Officers Association, and the National Training and Development Service.

APPENDIX D

U.S. DEPARTMENT OF LABOR
EMPLOYMENT STANDARDS ADMINISTRATION

WOMEN'S BUREAU
WASHINGTON, D.C. 20210

THE MYTH AND THE REALITY

The Myth

A woman's place is in the home.

Women aren't seriously attached to the labor force; they work only for extra pocket money.

Women are out ill more than male workers; they cost the company more.

The Reality

Homemaking in itself is no longer a full-time job for most people. Goods and services formerly produced in the home are now commercially available; laborsaving devices have lightened or eliminated much work around the home.

Today more than half of all women between 18 and 64 years of age are in the labor force, where they are making a substantial contribution to the nation's economy. Studies show that 9 out of 10 girls will work outside the home at some time in their lives.

Of the nearly 34 million women in the labor force in March, 1973, nearly half were working because of pressing economic need. They were either single, widowed, divorced, or separated or had husbands whose incomes were less than \$3,000 a year. Another 4.7 million had husbands with incomes between \$3,000 and \$7,000.^{1/}

A recent Public Health Service study shows little difference in the absentee rate due to illness or injury: 5.6 days a year for women compared with 5.2 for men.

^{1/} The Bureau of Labor Statistics estimate for a low standard of living for an urban family of four was \$7,386 in autumn 1972. This estimate is for a family consisting of an employed husband aged 38, a wife not employed outside the home, an 8 year-old girl, and a 13 year-old boy.

Women don't work as long or as regularly as their male coworkers; their training is costly--and largely wasted.

Married women take jobs away from men; in fact, they ought to quit those jobs they now hold.

Women should stick to "women's jobs" and shouldn't compete for "men's jobs."

Women don't want responsibility on the job; they don't want promotions or job changes which add to their load.

A declining number of women leave work for marriage and children. But even among those who do leave, a majority return when their children are in school. Even with a break in employment, the average woman worker has a worklife expectancy of 25 years as compared with 43 years for the average male worker. The single woman averages 45 years in the labor force.

Studies on labor turnover indicate that net differences for men and women are generally small. In manufacturing industries the 1968 rates of accessions per 100 employees were 4.4 for men and 5.3 for women; the respective separation rates were 4.4 and 5.2.

There were 19.8 million married women (husbands present) in the labor force in March, 1973; the number of unemployed men was 2.5 million. If all the married women stayed home and unemployed men were placed in their jobs, there would be 17.3 million unfilled jobs.

Moreover, most unemployed men do not have the education or the skill to qualify for many of the jobs held by women, such as secretaries, teachers, and nurses.

Job requirements, with extremely rare exceptions, are unrelated to sex. Tradition rather than job content has led to labeling certain jobs as women's and others as men's. In measuring 22 inherent aptitudes and knowledge areas, a research laboratory found that there is no sex difference in 14, women excel in 6, and men excel in 2.

Relatively few women have been offered positions of responsibility. But when given these opportunities, women, like men, do cope with job responsibilities in addition to personal or family responsibilities. In 1973, 4.7 million women held professional and technical jobs, another 1.6 million worked as nonfarm managers and administrators. Many others held supervisory jobs at all levels in offices and factories.

The employment of mothers leads to juvenile delinquency.

Studies show that many factors must be considered when seeking the causes of juvenile delinquency. Whether or not a mother is employed does not appear to be a determining factor.

These studies indicate that it is the quality of a mother's care rather than the time consumed in such care which is of major significance.

Men don't like to work for women supervisors.

Most men who complain about women supervisors have never worked for a woman.

In one study where at least three-fourths of both the male and female respondents (all executives) had worked with women managers, their evaluation of women in management was favorable. On the other hand, the study showed a traditional/cultural bias among those who reacted unfavorably to women as managers.

In another survey in which 41 percent of the reporting firms indicated that they hired women executives, none rated their performance as unsatisfactory; 50 percent rated them adequate; 42 percent rated them the same as their predecessors; and 8 percent rated them better than their predecessors.

May 1974 (revised)

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